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EXTENSION SERVICE
Review

RURAL AREAS DEVELOPMENT

full use of resources for better living

OCTOBER 1961

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EXTENSION SERVICE *Review*

Official monthly publication of
Cooperative Extension Service:
U. S. Department of Agriculture
and State Land-Grant Colleges
and Universities cooperating.

The Extension Service Review is for Extension educators—in County, State and Federal Extension agencies—who work directly or indirectly to help people learn how to use the newest findings in agriculture and home economics research to bring about a more abundant life for themselves and their community.

The Review offers the Extension worker, in his role of educational leader, professional guideposts, new routes, and tools for speedier, more successful endeavor. Through this exchange of methods, tried and found successful by Extension agents, the Review serves as a source of ideas and useful information on how to reach people and thus help them utilize more fully their own resources, to farm more efficiently, and to make the home and community a better place to live.

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Division Director: *Elmer B. Winner*

Editor: *Edward H. Roche*

Assistant Editor: *Doris A. Walter*

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EAR TO THE GROUND

Full use of resources for better living. That statement on this month's cover sums up the goal of Rural Areas Development. This same goal was stated another way at an RAD meeting in Washington last month.

"This is an effort to get rural America's cash registers ringing more often and more merrily," said John A. Baker, Director of Agricultural Credit and Chairman of the RAD Board in USDA. "We want to discover and eliminate all the complex causes of rural poverty."

And we're shooting for high stakes in this effort. Secretary Freeman said recently, "These efforts to stimulate economic expansion of rural communities could be considered more important to the long range future of our Nation than any other program being conducted by the Department."

"America cannot turn the full power of its resources to the task of making democracy the revolutionary force in the pursuit of peace," he pointed out, "unless by deed and by example we restore to full operation the rural cylinder of our national engine."

This reference to an engine reminds me of another analogy that could be made about this effort.

Rural America might be pictured as a bulldozer-type machine with more power in one track than the other. And such a machine can't make forward progress under these conditions.

We might think of agriculture representing one track and industry the other track of this machine. The job in RAD, it seems to me, is to put the maximum amount of power in each track so rural America can move ahead to better living.

And rural people are sitting in the driver's seat to get this job done. It's up to them to start the engine and get the right amount of power flowing to both tracks so this machine will move forward.

Extension's job, as I see it, is to motivate the "drivers" to want to get this machine moving—and then to help keep it moving forward. As Mr. Baker pointed out at the RAD meeting here, the task facing Extension is to "release the maximum amount of energy to get the job done."

Next month's issue will deal with another big job facing Extension—Rural Defense. It will tell how we can help rural people prepare for and protect themselves, their crops, and their livestock against enemy attack.—EHR

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New Climate for Rural Progress

by **ORVILLE L. FREEMAN**, *Secretary of Agriculture*

THERE'S a new climate of hope in one of the country's most depressed rural areas." This quote from a recent front page newspaper story echoes a renewed faith in what the future holds for rural communities.

It was a story of progress in an Arkansas rural development area—a story of local people working together to bring about progress, of their government agencies working with them.

Extension agents and leaders know of many such stories and have helped bring them about. They are an answer to some of the problems facing rural America—adjustment, low income, and unemployment.

More than a third of all farm families are making less than \$2,000 a year. Many are underemployed. The

hours of underemployment of people in rural areas add up to 1.4 million man-years of unemployment.

While we are doing everything we can to relate farm production more nearly to total use, a basic goal in our rural areas is total resource development. That's primarily a job for the local people of each area in terms of the needs for more jobs, more efficient farming, more enterprises, new skills, and other possible opportunities for area development. The USDA and Extension stand ready to help.

The Department is mobilizing all its resources to assist State and local leaders in a vigorous program of Rural Areas Development. This program is a major Department activity

and will receive priority attention of all USDA offices and agencies.

The goals of this program are: to create a new climate of hope and progress in each area; to abolish rural poverty; to help bring agriculture, industry, recreation, forestry, and other possibilities together into most productive balance; to make democracy continue to work.

In all these goals the major aim is to make sure Department programs are of maximum assistance to each rural and small town area. This effort to help local people stimulate economic expansion in rural communities could be considered more important to the long range future of the Nation than any other program.

Through the recently passed Area Redevelopment Act, Congress has furnished some additional tools to help meet the problems of the rural areas that are hardest hit. These include special developmental loans, retraining programs, and other assistance for which local people in specified underemployed counties can apply. This program is an important supplement to the Department's more comprehensive Rural Areas Development effort.

Extension's Directive

You in Extension are experienced in helping people organize for this kind of local development. We need to help people get the facts, analyze the alternatives, bring in help, and move forward with their own development programs.

You are familiar with ideas that have been tried and experience gained in pilot counties the last 4 or 5 years. We want to build on past experiences and expand this effort into a far flung action program which will contribute to rural development and prosperity.

The Cooperative Extension Service shall take the lead in encouraging local leaders to study their situations, understand the possibilities, and organize for the needed area action.

Depressed and underdeveloped rural areas are one of the remaining frontiers of our Nation. Strengthening these areas—helping rural America share in greater measure in prosperity—will be one of the most rewarding and profitable tasks of this decade.

TOTAL ATTACK ON LOCAL PROBLEMS

by E. T. YORK, JR., *Administrator, Federal Extension Service*



AMERICA has achieved its position of greatness because we have done an outstanding job of putting our resources to productive use. Yet in some areas of our Nation we are not making maximum use of our human and physical resources. As a result, unemployment and underemployment have become major problems.

Extension agents, who live and work with the people of these areas, face with them the problems of adjustment, low income, underemployment, declining communities.

Economics, common sense, and years of successful experience have shown us that problems in our rural communities—farm, industry, business—are deeply interrelated. What clearly is needed is a total attack on these problems.

Local Responsibilities

All our experience shows us that it must be a local people's attack, a systematic approach to the problems of economic stagnation with all the help local people can muster from their government and other agencies.

In the Rural Areas Development program now being widely launched, we have such an attack. RAD is a method for helping local people get together for: 1) an inventory of resources, 2) total analysis of their problems, 3) agreement on goals, 4) development of area plans, 5) carrying out those plans, and 6) evaluating results.

RAD might also be considered a program of resource adjustment. It represents an effort to accelerate our adjustment to technological advances by channeling many underemployed human and physical resources of rural areas into more productive use.

Another unique feature of RAD is that it represents a program of total

economic development of an area. Further development of agriculture in an area may depend on the development of marketing and processing industries, or vice versa. It seems most logical for all groups interested in an area's development to get together, plan, and carry out programs which can best use the resources of an area.

Many people look upon RAD as a program aimed at industrial development, with little or no relationship to agriculture. We should recognize, however, that a basic goal of this program is sound agricultural development.

At the same time we know that the low income problems of many farmers and rural communities cannot be solved through agriculture alone. Underemployment and low income in many areas reflect the need for job opportunities outside of agriculture. The development of employment opportunities outside of agriculture is directed specifically toward the solution of one of our most troublesome farm problems.

RAD provides a vehicle for cooperative effort and concerted action by all groups interested in or in a position to contribute to programs of economic development. This may be one of the most significant features of the entire RAD effort.

President Kennedy has set area redevelopment as a major national goal. And Congress, in the Area Redevelopment Act, provided us additional tools for assisting the hardest pressed areas.

Secretary of Agriculture Freeman has said that Rural Areas Development is a major Department activity, that it will receive priority attention

of all USDA agencies, and that a major aim is to assure that all Department programs give maximum assistance to each area.

RAD has behind it, as never before, the full forces of the Department of Agriculture and other government agencies.

Extension's Call

In organizing USDA for all-out support of RAD, Secretary Freeman assigned Extension the responsibility for organizational and educational leadership. This is a great responsibility and an equally great opportunity.

We have the specific responsibility for organizing State and local groups, which in turn develop local programs and projects. This involves helping local people recognize their problems and the need for and possibilities of action. We may also have to motivate them to do something about the situation.

We will need to provide advice and suggestions on patterns of committee organization and representation and methods of procedure. We must be in a position to give the committees factual information and assistance with all phases of the program. We need to help them inventory resources and determine how to put them to most productive use.

Once an economic development plan for an area is drawn up, there will be an opportunity for a good part of our total extension effort to be focused on the implementation of that plan. This phase of RAD (edu-

(See Total Attack, page 210)

EXTENSION'S ROLE IN AREA REDEVELOPMENT

by EVERETT C. WEITZELL, *Federal Extension Service*



WHAT is Area Redevelopment? How is it related to Rural Areas Development? Where does Extension fit in?

The Cooperative Extension Service has taken on responsibilities in both these new programs. So it would be well to gain an understanding of their provisions.

Area Redevelopment should not be confused with the overall program of Rural Areas Development being sponsored by the USDA. The Area Redevelopment program is limited to the provision of certain types of financial and technical assistance in specified geographical areas. The Area Redevelopment Act, signed by President Kennedy in May, is being administered by the Area Redevelopment Administration in the U. S. Department of Commerce.

Financial Support

The aim of Area Redevelopment is to supplement local initiative and capital in financing additional employment opportunities in some areas of the most severe unemployment and low incomes. It is not intended to supplant other sources of financing, but to provide the additional capital needed to make sound development possible.

Two general types of areas have been designated as eligible for this assistance. Under Section 5(a) of the Act, 129 larger labor market areas with chronic unemployment have been selected. Under Section 5(b) 535 smaller labor market areas, Indian reservations, and rural areas having the lowest incomes have been designated.

The latter are known as "rural redevelopment areas." The Department of Agriculture shares a major responsibility in administering the program in these rural redevelopment areas. The Department of Interior has a key role with Indian reservations, and the Area Redevelopment Administration will assume primary responsibility for the nonagricultural labor market areas.

Under Area Redevelopment, loans may be made for financing *commercial* and *industrial* projects in designated areas of chronic unemployment and underemployment. Loans and grants may also be made for financing public facilities that may increase the opportunity for commercial and industrial development in such areas. In addition, limited funds are to be available for technical assistance and retraining programs.

Loans for commercial and industrial projects in any area are limited by law to 65 percent of their cost. At least 15 percent of such project costs must be provided from State and local sources and the remainder may be other Federal loans.

All financial assistance provided under the Area Redevelopment Act must contribute substantially to the long-term alleviation of unemployment and underemployment. This is not a public works type of program in which "construction" employment would be the principal aim.

All loans and grants will be made subject to an approved "Overall Economic Development Program" for the trade area in which the project is to be located. Such programs and projects must be approved by the appropriate State development agency and

the Area Redevelopment Administration.

Programs and projects in Rural Redevelopment Areas must be approved by the State Rural Areas Development (RAD) committees and the Secretary of Agriculture. These approvals must indicate conformance with overall agricultural and rural development policy. In addition, all loans must meet other criteria or specifications.

Responsibility Assigned

To carry out the Area Redevelopment Program, the Secretary of Commerce delegated various functions to other Federal agencies in keeping with their normal duties. Accordingly, USDA has been given responsibility for providing "... organizational and educational leadership for the orderly development of local economic initiative;" and the provision of "advice, assistance, and information to individuals, committees, groups, and enterprises in rural redevelopment areas regarding the application of the Act, the implementation of proposed projects, and the objectives of the approved Overall Economic Development Programs..."

In turn, Secretary Freeman delegated these broad organizational and educational leadership responsibilities to the Cooperative Extension Service.

This is not meant to exclude others from assisting local groups and organizations with rural development. It does mean, however, that Extension shoulders the task of providing leadership in motivating and assisting local groups to establish appropriate organizations and in providing basic educational leadership in rural redevelopment areas.

Again this can be done without further duplication. At both State and (See *Extension in AR*, page 210)

Developing Rural Areas Through Economic Growth

by W. L. TURNER, In Charge, Extension Farm Management and Public Affairs, and C. E. BISHOP, Head, Department of Agricultural Economics, North Carolina

LARGE numbers of people have not shared in the fruits of our Nation's progress. The Rural Areas Development Program represents public recognition of this.

The program focuses on low incomes of families and underemployment of resources in rural America. It acknowledges that the whole Nation suffers from the economic blight which affects large segments of rural life.

The program is especially significant in two respects. First, it recognizes that an unhealthy situation exists in the plight of people in low-income rural areas in the United States. Secondly, the program shows how we are working to induce economic development.

Generating Growth

Economic development is the process by which technological and organizational improvements are made to generate greater productivity from the Nation's resources. It may be

brought about through better use of resources and increasing productivity through resource development.

Economic growth does not take place at the same rate throughout the economy. New technologies are not developed simultaneously for all production and distribution processes. Likewise, it is easier to reorganize some industries than others. The demand for products of different industries also grows at different rates. So economic growth results in higher incomes and levels of living in some areas and industries than in others.

We want all segments of our population to gain from economic growth and development. We are concerned when large groups are bypassed. And, as the accompanying illustration shows, there is great variation in the relative economic status of areas.

Recent estimates of the U. S. Department of Agriculture indicate underemployment in rural America is equal to 1.4 million man-years of unemployment. These people are not making their maximum contribution

to the growth and development of the Nation.

The costs of underemployment and unemployment are borne by the Nation in the form of lower national income and fewer goods and services than would be available in a full employment economy. Widespread underemployment in one sector of the economy acts as a brake on the other sectors. Only when all resources are effectively employed is the system operating as it should.

The problems of underemployment and low incomes of farm people cannot be solved unless the rate of economic growth in nonfarm sectors of the economy is increased. The demand for farm products increases so slowly that growth within agriculture cannot be great enough to solve the low-income problems of rural America. Balanced development of the whole economy is necessary.

Opportunities through RAD

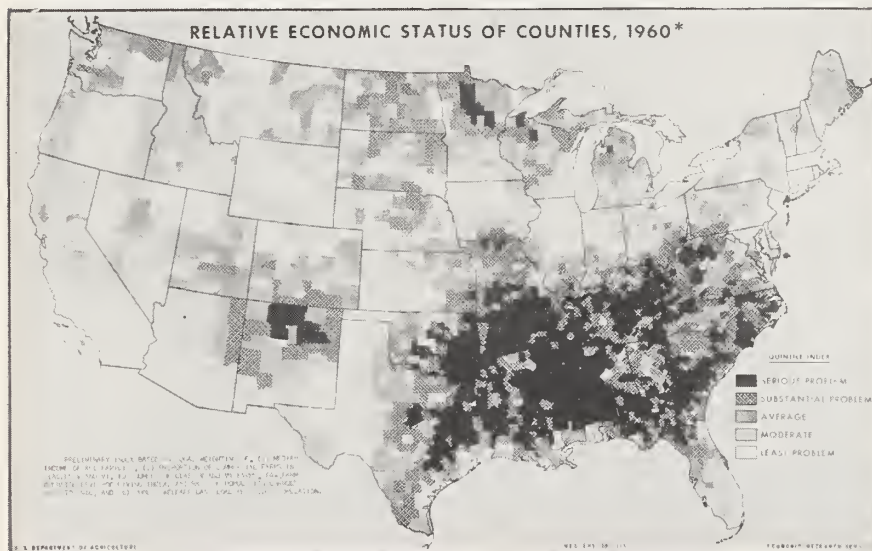
RAD represents an effort to speed up the rate of economic development. Action at local, State, and Federal levels is planned to induce economic development. The educational agencies are intensifying their efforts to organize people in low-income rural areas, to assist them in analyzing their problems and in appraising alternative uses of their resources, and to aid them in organizing and carrying out action programs.

The program can stimulate initiative and enterprise on the part of local, area, State, and national groups. Discussion groups can be organized to gain greater insight into the causes of underemployment and low incomes. The basic forces affecting future adjustment potentials can be analyzed.

RAD can be instrumental in obtaining technical assistance in appraising adjustment opportunities. It can also be effective in planning coordinated programs of action at community, city, county, and area levels. Through RAD, greater financial support can be obtained for development projects.

The educational problems are perhaps the most difficult in the RAD program. These include: 1) creating an awareness of the necessity for

(See *Economic Growth*, next page)





by ELMER B. WINNER, *Federal Extension Service*

No doubt about it, getting interest in a big, important program like Rural Areas Development is no easy job. It's not one to be done in haphazard fashion. We need to put to work the knowledge we have about how best to diffuse information.

Of course, in starting such a program as RAD, quite a little spade work must be done before you get to the committee-appointment stage.

You probably start out by talking to a few others about the needs of the community and the possibilities that RAD can help solve them. You take a look at the past to see if there were any similar programs that failed or succeeded. Probably some of the few you visit with also talk to others. And you are careful to check in with those who must legitimize the idea—both the formal ones, such as your extension board, and the informal ones, citizens who need to give the idea a nod to assure smooth sailing.

Get the Wraps Off

But when the RAD committee is appointed for the county or the area, it's time to get the wraps off and spread information on needs and program possibilities to more people.

Undoubtedly your first concern will be with leaders. And it's comforting

to know that leaders generally read more newspapers, attend more meetings, and otherwise expose themselves more to various sources of information. So by doing a first-class job of reporting on the actions of the county or area committee, other leaders will probably take note of what's going on.

Individual letters and personal visits to leaders will help in getting their interest. Leaflets that highlight the opportunities through such a program will help. Then there is a chance for leaflets and newspaper stories on the success of the program elsewhere. Of course, you'll have the job of relating the program to the needs of the community.

After the leaders take hold, your big job is to get the attention and interest of the average citizen. Some will become interested quicker than others—and some not at all.

Press, radio, and TV are the most efficient methods of getting awareness and interest with the majority of citizens. A community development program such as RAD is a natural for good news coverage through mass media. Don't just announce when the committee meets—be sure to report the problem the committee discussed and what action the committee took.

Consider ways that you can sharp-

en up the need for the program—so the need becomes one that the people see. You can always make a basic educational approach. You can build on past experience. Cite successes with similar efforts in the past and point out that the total resource development program can become a reality, too.

Sharpen Public Awareness

If a crisis develops because of lack of facilities in a community, point out that the situation might not have happened if the community had been better equipped. Use comparison and competition. Make the pitch that this community is falling behind some of the more aggressive ones nearby. For example, if people are going to another town because it has better facilities, cite this kind of need.

Report fully on any study groups that are set up to analyze the situation. Through proper reporting of their findings, people begin to see a need.

You no doubt will find that newspapers and broadcasting stations, and the many concerns that put out newsletters, are just as interested in improving the community and area as you are. They are your most important channels for keeping all the people informed each step along the way, as the needs are discussed and action agreed on.

There's a lot of news in a community or area improvement program—news that will help create awareness and interest among a majority of the citizens. Capitalize on it.

ECONOMIC GROWTH

(From page 198)

change and adjustment to increase resource productivity and incomes, 2) creating an understanding of the types and extent of changes that will be necessary within agriculture and in transferring labor from farm to nonfarm employment, 3) making people aware that the adjustment problems involved are largely area problems and that they must be approached on an area basis.

At best, the problems will be difficult. But the stakes are high. Cooperative effort and responsible leadership at all levels can assure success.

Creating a Mood to Accept Changes

by R. S. LOFTIS, Area Resource Development Specialist, Texas

AREA economic problems often develop so slowly that they go unnoticed for years—until the situation becomes severe.

This was the problem facing Texas extension workers early in the Rural Development effort. People were not aware of how serious the local situation had become. We had to create the needed awareness.

We found ourselves continually pointing up problems we were tackling. Through a sort of action research which brought together people with different interests, convictions, knowledge, and background, we carefully studied, clarified, and agreed on the job to be done. Newspapers and radio stations helped gain public sup-

port by publicizing basic facts and explaining the program.

The collection of data was an educational process. Many times the educational processes in which people are involved are as important as the data compiled.

In many localities, the problems to be solved were enormous. So numerous subcommittees were organized and tasks divided.

For example, many incorporated towns needed complete resource inventories to form a sound basis for planning. Resource inventories were divided into sections and different interest groups completed the various sections.

Sharing the News

Newspaper stories of successes stimulated and motivated action. In one area, news stories were mounted on cardboard, covered with plastic, and displayed in prominent places.

Decisions of discussion groups were printed in newspapers and circulated in newsletters. Movies, slide sets, and other visuals were used to stimulate and motivate.

Photos of local citizens printed in local newspapers are effective in gaining public support. Displays of group meeting or area activity photos also are helpful. Sending group photos in a letter has helped to gain the sup-

port and interest of outside groups.

Upshur County formed a 3-man "idea committee" that, in the strictest confidence, hears people with ideas for new or improved products or new uses for present resources. The ideas are not publicized but committee functions are.

Weekly newsletters are mailed to over 100 key people in 19 counties. These furnish information about improvement organizations and industrial programs, change attitudes toward industrial development, and help create a healthy industrial climate.

Economic problems cut across farm, community, and even State lines. This means that all groups, both agriculture and industry-oriented, should be involved.

Educational Events

Industrial tours were made in the 3-county pilot area. Over 100 industrialists from the region were invited to visit local industries and discuss their advantages to the area. The tour was publicized by two local television stations and State newspapers.

Local citizens were given the opportunity to attend a State Resource Development Committee meeting to discuss area problems.

To improve communications, a committee was formed with representatives from 19 counties, including Federal, State, and private agencies. This committee has been helpful in improving communications both vertically and horizontally within all groups. It has held workshops throughout the area for discussion of common area problems and to map strategy.

The northeast Texas resource development committees have been concerned not only with technological and economic changes but also with socio-cultural changes. They are oriented not only to an examination of the present conditions but also to the future. They are aware of the need for self analysis and realistic planning.

The essence of our action was not for final answers but the establishment of an habitual way of working toward improvement. The major successes have not been in "smoke stacks" but in the creation of a "mood" which welcomes changes.



This modern \$150,000 industrial building was constructed by the Franklin County Industrial Foundation to attract new industry in the area. L. D. Lowry, Jr. (left) foundation chairman, and Mt. Vernon Mayor Charles Teague check the building and layout.



LET The People KNOW

by **HOWARD McCARTNEY**, *Madison County Agent, Arkansas*

MUCH of the success of Rural Development in Madison County, Ark., is due to its broad acceptance by the general public. This was accomplished through a carefully planned program to keep the public informed of what was being done.

We used a 4-way plan to inform people about the Rural Development Program:

- Involving leaders from all walks of life in the planning and action programs.
- Conducting an annual meeting to acquaint the general public with projects and accomplishments.
- Sending copies of meeting minutes to key people.
- Keeping stories of meetings held, planning done, and followup action in the local newspaper.

When Rural Development began in the county in August 1957, leaders from all walks of life were involved in the committee work. First, a group of about 40 were invited to hear members of the State Rural Development Committee explain the program. These leaders were interested and accepted the challenge of working as a pilot county.

They decided that to involve all segments of the economy in this work, they would include representative leadership from throughout the county on committees. Every community was asked to elect a man and woman to serve on the County Rural Development Committee. Each organized group was also asked to designate a representative.

Before these people were selected, the purpose and objectives of Rural Development were explained to each group. This gave most of the people in the county some understanding of what was going on.

Subcommittees were set up to work on projects in the various problem areas. All members of the county committee were assigned to one of the subcommittees.

As these subcommittees made surveys to determine the situation in the various problem areas, they discussed the work and findings in their own communities and organizations. As plans of action were developed, community groups and organizations were asked to help bring about needed changes. This gave everyone a feeling of responsibility for the suc-

cess of the projects and the overall Rural Development effort.

Naturally, persons with committee assignments were not always able to attend meetings. Others who were especially interested in certain phases of work lived outside the county and were sometimes unable to attend. These people were sent a copy of meeting minutes so they would know about decisions reached, plans developed, and programs being launched.

Annual Rural Development meetings helped give the general public a better understanding of the program's objectives and accomplishments. People working on specific projects had an opportunity to learn about the broad scope of work and accomplishments.

Slides showed local people in action on projects. Outstanding speakers, such as a Congressman, Governor, and national Rural Development staff members, presented challenges for the future.

Regular News

One of the best tools for keeping the public informed is the local newspaper. The editor has been a staunch supporter of Rural Development since the program started. He is an active member of the county steering committee and is sold on the basic concept of Rural Development.

Local citizens have come to expect to be kept up-to-date on happenings through the county paper. It carries the story of decisions reached in committee meetings. It tells about every project being launched—who is working on it, how others can help, and accomplishments.

These stories give full credit to local people who are helping on the projects, thus creating good will and encouraging greater efforts.

In 4 years, the county has been successful in: increasing off-farm employment and local income through new industries, boosting the tourist business, encouraging improved farming practices, improving medical services, developing new educational programs, launching recreational activities, and many other economic and social programs.

Yes, letting the people know is vital to the success of a program of county or area development.

Drawing on Experience for Areas Development

by KENNETH S. BATES, Assistant Director of Extension, Arkansas

RURAL Development came to Arkansas as a pilot program in 1956. We now have five pilot counties and a five-county trade area.

Can the experiences in RD provide guidance in developing area programs under the Rural Areas Development Program? We believe so.

In the area program involving Independence, Sharp, Stone, Izard, and Fulton Counties, we have seen the development of areawide leadership that previously did not exist.

The five-county area is a natural trade area but there was strong feeling in each county that local interests came first. However, the representatives from the five counties have, after working together 2 years, recognized the mutual benefit of working harmoniously on area problems.

This spirit of cooperation was reflected last year when one small town offered a sizeable cash contribution to the trade center to help secure an

industry. This town recognized the importance of the location of the industry in the trade center.

During the past few years, the State Rural Development Committee has expanded to include 46 members representing 30 government agencies (State and Federal) and 18 private organizations.

It includes representatives from the University of Arkansas; State Departments of Education, Health, Welfare, Employment Security Division, Forestry Service, Library Commission, and Industrial Development Commission; six USDA agencies; U. S. Department of Health, Education, and Welfare; U. S. Department of Commerce; and Small Business Administration.

The State Rural Development Committee will continue to function as a coordinating and advisory group. Additional lay persons have been added to bring in more representation from the various economic areas.

The State Technical Panel, composed of USDA agencies, will serve as an advisory committee on agricultural and forestry problems. Other agencies of the Federal, State, and local governments and representatives of private groups serve as consultants in their particular areas of interest.

Committee Operations

The State Committee is divided into five major interest groups. They are: agriculture and forestry, industrial development, health and welfare, education, and community services and facilities.

Each committee member serves on a committee of his choice. These groups meet periodically with representatives from the various economic areas or regions in the State.

Meetings of State and county com-

mittees provide opportunities for two-way communication. The counties become familiar with resources available to them and the State Committee becomes more aware of the needs and desires of the people.

The State Steering Committee, composed of 22 persons representing 17 different agencies and organizations, has been a basic functioning group of the State Committee. This committee meets every 2 to 3 months and answers specific requests from pilot counties. It also initiates recommendations in pilot counties.

Local Contacts

One strong point has been the willingness of agency and organization representatives to explain the Rural Development Program to counties. This evidences the fine working relationship among agencies and organizations at the State level and has been significant in developing working relationships at county and area levels.

We recognize that the key to any county or area development program lies in the involvement of the people of that area. Lay people must be aware of and interested in improving the economic and social conditions in the area.

It is also recognized that county and area committees are composed of individuals representing many different interests. A full and balanced economic and social program requires concerted action and establishment of committees to represent different interest groups.

Different interest groups in a county or area can function simultaneously. This requires education for people in a county, area, or State to recognize the interrelationships that exist between the different segments of economy. Extension has a primary responsibility in this educational work.

In many areas, the changed attitudes of people are as important as material achievements during the initial steps of the development program.

A State extension committee has been working for 2 years on techniques and procedures for initiating county development programs. These

(See *Experience*, page 214)



More than 6,000 persons volunteered for aptitude testing during a special labor study as part of a survey of natural resources in a 5-county area.

Retooling for GREATER RESOURCE DEVELOPMENT



by W. B. WOOD, Director of Extension, Ohio

INDIVIDUAL initiative and drive channeled through local and State Rural Areas Development Committees are the keystones to successful resource development on a continuing basis.

We've seen this demonstrated in Ohio during the past 5 years in 2 pilot counties in Rural Development. The Rural Areas Development Program can be an additional, effective tool in further advancing that development.

How successful has Rural Development been in the pilot counties? Let's look at the record of one Ohio county.

Early Development Efforts

Six years ago, Monroe County had no industry and a tax evaluation of only \$25 million. Now the county has three large chemical and metal alloys industries and one small wood industry. The tax evaluation in 1959 was \$125 million.

More than 50 miles of primary roads have been completely rebuilt. County roads have been improved. More road work was done in these 5 years than in the preceding 25.

A complete county soil survey, started in 1959 despite numerous obstacles and predictions that it would take 10 years, is almost half finished.

The State and local RAD committees were responsible for persuading the State Soils Board to give the county high priority.

A new State forest has been designated for the county. It will provide a few jobs and a vast potential as a recreational attraction.

Farm vacation programs have been started, not only in Monroe County, but also in Guernsey, Noble, and Carroll Counties. Last summer, more than 800 city residents took advantage of this new local enterprise.

Health activities have been stepped up with organization of county health departments. Religious and educational interests have been assisted through countywide censuses and fact-finding studies to assist local boards of education.

The newest development is the organization of the Eastern Ohio Forestry Development Council, composed of representatives of eight counties. A survey now being conducted will serve as the basis for improved timber management and marketing services.

Individual initiative and drive, harnessed into a hard working county RAD committee with general assistance from the State RAD committee, did the job.

Ohio changed from county pilot

programs to area programs a year ago. Agents who had been successful in the two pilot counties in southeastern Ohio assumed larger responsibilities as area extension agents in resource development. They cover six counties each. A third area, six more counties, was organized in southwestern Ohio.

Twenty-five Ohio counties now are participating in Resource Development, either on the combined county-area basis or as individual counties. County agents are providing the leadership for local efforts. The area agents support the work of county agents and give leadership in the area effort.

One year is too short to accurately judge the success of area programs. However, the experience gained from our pilot county ventures, plus the keen interest generated in the expanded area programs, indicate continued progress will be made.

The number one task of the extension worker in Rural Areas Development is to find leadership, organize committees, and assist in development of the required overall economic development plan.

Bringing people together to explore the situation, analyze problems, establish priorities, and select methods of attacking the problems are familiar tasks. Extension has the know-how to play an important and vital role in coordinating these efforts.

Reorganizing for Action

Ohio's new State Rural Areas Development Committee is a continuation of the Rural Development Committee, revised to meet new requirements and the needs of people in relation to the new program.

The reorganized RAD Committee consists of representatives of State agencies, farm organizations, Federal agencies, Ohio Council of Churches, chamber of commerce, labor groups, and Extension.

Interest in the program of the State RAD committee was shown by members of the RAD technical panel at the first meeting of that group. At subsequent meetings, each agency will review the technical assistance it can give the State, area, and county RAD committees.

(See *Retooling*, page 210)

Local Awareness

Spurs Area Improvements

by JOHN J. FLANAGAN, *Area Agent-Rural Development, Raleigh County, West Virginia*

MORE than 20,000 people have left Raleigh County, W. Va., since 1954. They were disillusioned by the lack of employment opportunities.

During this period, coal was losing its market to other fuels and a technical revolution was taking place in the coal industry. In 1950, 120 million West Virginia miners produced 153 million tons of coal. In 1960, 50 million miners produced 120 million tons of coal. The unemployment problem was recognized by the Department of Labor, which classified the section as a labor surplus area.

The State Rural Development Committee named Raleigh and two adjoining counties as a pilot area in February 1957.

Local Organization

A State Rural Development Program subcommittee was appointed to work on the Raleigh-Summers-Fayette Area Development Program. This subcommittee discussed various solutions to local problems with leaders in the area. Response was enthusiastic.

Following the first discussion, mass meetings were held in each county. Attendance at one meeting was more than 300 people.

An area RD office was established in Raleigh County and assistant county agents were placed in Summers and Fayette Counties to coordinate the program.

Each of the three counties set up an organizational committee consisting of a county chairman and a chairman for each project committee. Lawyers, farmers, businessmen, gov-

ernment agriculturists, school administrators, ministers, farm women, and school teachers are all involved.

The committees include industrial development, education, health, agriculture, religion, and community development. These committees gather facts which can be used to develop an overall economic development program.

The area committee is composed of the three county chairmen and their subcommittee chairmen. Development of area leadership and area thinking often leads to more progress than if activity is confined to separate counties.

Each county has its own program, but the area organization provides opportunities for efficient development of industrial prospects that will benefit the entire area. Likewise, an area committee can assist in the development of farm markets and crop production.

The area committee asked West Virginia University to conduct a comprehensive survey of the three counties to help them analyze their situation. After reviewing the survey results, a constructive program was launched.

Educational Efforts

In Raleigh County, the education committee found that the average educational level of adults was less than eighth grade. Library service was available to less than 5,000 of their 78,000 people.

The Raleigh and Fayette County education committees contacted the State librarian for assistance. The

librarian recommended a bookmobile. As a result, the education committees exhibited a bookmobile in the two counties and solicited support for one.

In January 1959, an area bookmobile headquarters was established. Today, county government bodies have tripled their financial support of this service.

The university survey pointed out the need for youth and young adults to be trained in skills required in industrial establishments. This need was pointed out to Raleigh County educators who encouraged the county vocational school to extend its services to rural youth by opening the school during the summer. Students receive free instruction in welding, auto mechanics, carpentry, and electronics. One hundred and fifty students completed the summer program in 1960 and enrollment in 1961 was 215.

Forty adults are enrolled in a retraining program at the school in one or more of the above classes and a class for waitresses.

Agricultural Aids

Various suggestions have been offered for using abandoned coal mines—raising chickens, beef cattle, mushrooms. The RD agent, requested to gather information on mushroom production, presented data at a meeting attended by bankers, lawyers, farmers, doctors, coal miners, teachers, and businessmen from all three RD counties.

Since then a coal operator, whose mine had been abandoned, has successfully grown mushrooms in his Raleigh County mine. The agriculture committee is helping the operator locate a larger market.

Lack of volume in the production of vegetables and small fruits has hindered the development of a farmers' market. The RD committee outlined a program to help farmers establish vegetable crops that would come into production at about the same time. This enabled the market to offer sufficient volume to attract buyers.

Rural development in this area is many-sided. It has both short and long-range aspects. The program has set many patterns that have helped and will continue to help the three counties meet their problems.



of greater accomplishments

by A. A. SMICK, *Community Organization Specialist and Coordinator of Rural Area Development Program*, and LESTER N. LIEBEL, *Stevens County Agent and Rural Area Development Area Consultant, Washington*

IN Washington State, we look toward greater accomplishments than ever before in development of rural areas. And we can count on the experience and groundwork gained under earlier Rural Development efforts.

Recent decades have seen major social and economic changes in Washington State rural areas. Farms are growing bigger, part-time farmers depend more on off-farm income, and both unemployment and underemployment are increasing.

At the same time, our rural institutions—the home, school, and church—have been changing drastically. Social and economic opportunities have been shrinking. Young people in particular have been leaving rural areas for “greener pastures.”

Pilot Experiment

Early in 1957, the Extension Service helped organize and activate a Rural Development pilot program. A representative group of countywide organizations cooperated. This “grass roots” program was jointly sponsored by the Stevens County Commissioners.

First, Extension took the lead in organizing a Rural Development task force. This was made up of extension specialists, administrative personnel from Extension and the Institute of

Agricultural Sciences, and representatives of other Washington State University departments. This group helped develop a plan that would best “help people to help themselves.”

Extension helped form a State Rural Development Advisory Committee of representatives of statewide organizations and Federal, State, and local agencies. This committee's main job was to advise Extension on how the resources of the agencies and organizations might be effectively coordinated.

In October 1957, representatives of organizations throughout Stevens County discussed the county's future. They accepted the Rural Development Program as a pilot county.

This group recommended that the county commissioners appoint a steering committee of 9 persons. Membership included a farmer, motel operator, housewife and city councilwoman, livestock rancher and auctioneer, welfare administrator, postmaster, district manager of a power company, banker, and district supervisor of the State Department of Natural Resources.

To involve more people and stimulate countywide planning, the Stevens County Rural Development Planning Council, with representation from 19 different areas, was organized. A 15-man executive committee was elected to 1, 2, or 3 year terms.

Subcommittees were set up to study and report back to this council. The situation, problems that related to it, objectives and goals of the people, and recommendations for solutions of the problems were reported from five different committees.

Information obtained from different committees passed through the planning council and formed the basis of program projection for Stevens County. In developing this program, several community planning organizations were formed.

Encouraging Results

Better educational facilities were part of the bootstrap blueprint. Parents wanted their children to attend school beyond the 12th grade near home. Many people wanted a chance to learn vocational skills.

In June 1959, Chewelah was granted permission by the State Board of Education to begin a 13th grade under the extended secondary program. In March 1960, permission was granted to establish a 14th grade.

One “brainchild” of the forest use and management committee resulted in the establishment of a post and pole treating operation. The only one of its kind in the Inland Empire, this operation is creating jobs, encouraging better woodlot management and tree farming, and providing a new market.

A wood engineering company established operation in the county. It is now the largest manufacturer of pole sockets and sanitary baseshoe corners in the United States. This operation has demonstrated to local people what a small industry can do for a community.

Some farmers have capitalized on another resource. Previously unused deposits of quartzite and marble are being sold to the building trade.

Livestock has been a leading industry in the county, but distance to market discouraged profitable expansion. A livestock sales yard has proven successful.

The area's first custom slaughter plant is now under construction. This plant will help bring trade into the area, furnish a much-needed service, and encourage stockmen to market locally.

(See *Visions*, page 210)

Staffing for RAD

by DANIEL W. STURT, *Upper Peninsula District Extension Director, Michigan*

EXTENSION has an important role in Rural Areas Development. How well we perform that role depends on many factors.

RAD calls for a change in emphasis more than a change in program content. In essence, it demands a broad look at the total resources in an area, as well as the problems confronting all the people. It involves inventories and analyses for, with, and by the people. It means providing educational leadership in helping them explore alternative opportunities.

The task of the extension educator in this program is a big one. Generally, it's a new job to be done. It requires a new set of skills and, to some degree, a new set of attitudes and understandings. A practical understanding of the social sciences, greater competency as an educator and motivator, and greater skills in organizing communities for action will be necessary. And we mustn't be shy about drawing personnel from non-traditional sources.

Rural areas development is an education-in-action program. It requires educators—educators who are also economists, sociologists, political scientists, psychologists, and more—to activate such a program, to give it the creativity of the ivory tower and the practicality of the grass roots.

Staff Needs

What are our staffing alternatives? Generally, we can hire new people or we can condition current staff. Staff members, new and old, must understand the problems of rural communities and be equipped to provide the leadership necessary to involve people, focus the professional and other resources available to local groups, and stay backstage—providing the

guidance and inspiration to get communities in action.

The current staff, because of their educational and organizational capacities and their knowledge of communities, may have an advantage over new people. Also, the number of new staff members may be limited. But if new workers possess the competencies we want, they can be a leavening element to the current staff.

Operating Arrangements

With a given staff and the existing organizational framework, how can we achieve maximum results with the resources at our command? How can we continue to work with our traditional clientele and at the same time strive for more program breadth and depth?

A reallocation of time among field workers may be necessary. The assignment of area and district specialists can help. They can provide the new tools needed to develop programs and serve as motivators, program leaders, and generators of ideas.

To a large degree, RAD is concerned with an array of avenues through which people work together to raise their levels of living. Its interdisciplinary complexion and emphasis on process tend to favor the use of area and district specialists working with and through field workers rather than the assignment of local staff members to carry the job alone.

Rural Areas Development, however, must be a concern of the total staff. And all staff members must be imbued with the RAD philosophy.

As we staff for and implement this assignment, we must consider the many forces which bear on the roles of extension workers. The abilities



The part-time farmer is a product of, and has helped produce, many social and economic factors that created a need for rural development. The 15-county district in Michigan's Upper Peninsula was one of the first large areas to apply this educational theory of assisting farmers by strengthening their rural communities. The district program is now being expanded to include participation in both RAD and AR programs.

of the worker, as expressed in his training and experience, may be relatively unimportant in determining his performance in this new role.

Rural Areas Development, done properly, means working with new people. It means new roles for field workers.

Influential Forces

Many forces help shape the worker's role. It is of paramount importance that we are aware of this and that we strive to bring these forces to bear favorably on the new image and role. For example, acceptance of him in this new role by his coworkers, by those to whom he is administratively responsible, and by his old clientele is as important as the worker's own image of the assignment.

All this suggests that staffing is an integral part of a total Rural Areas Development effort. The thought given to allocation of current staff resources—the care given to selecting new personnel for RAD—and the training given both new and old staff members are vital to the success of our efforts in this broad, comprehensive program.

Turning the Economic Tide

by O. L. CLAXTON, Associate
Douglas County Agent, Missouri

By 1956 a declining population and a general slowing of business was disturbing people in Douglas County, Mo. A look around the square of Ava, the county seat and only town in the Ozark hill county, showed there weren't many young people in town. They were leaving for city jobs and the opportunities that go with them.

In October 1956, Douglas was declared a Rural Development pilot county.

This set off a chain of events that onlookers said "couldn't be done" and that has even surprised some local people. But most important, the decline in population has been stopped—maybe even reversed—and the local economy is on the upswing. Agriculture, industry, and tourism now bolster what was an all-agriculture economy.

The success of the RD program is due to the work of the people—all of the people. And there has been plenty of success.

Accomplishments Seen

During the last 5 years, a modern north-south highway has been constructed through Ava. A wood treating plant has been built and is in operation. A new factory building with 56,000 square feet of floor space has been completed, and a large sporting goods company is now in production.

Ava, with a population of 1,582, made \$225,000 available for an addition to the sewer and water system.

The Cooperative Livestock Association expanded and improved its feeder cattle and feeder pig sales both in numbers and quality. Milk producers built low-cost walk-through milking parlors at the rate of 30 per year during the last 5 years.

Tourism has become a major source of income. And the community is organized to continue developing the tourist potential.

The Conservation Commission is establishing fire protection for all privately owned timberland in the heavily wooded county.

For these advances, Ava received the Governor's Gold Seal Award for unparalleled accomplishments in community development.

Effects on Economy

Since July 1957, lumber yards in Ava have furnished materials for construction of 104 new homes. Fourteen business firms have made major improvements to their establishments, costing \$1,000 or more. A new 18-unit motel with restaurant, filling station, and swimming pool is near completion.

The sporting goods company now employs 185. The wood treating plant has 20 men directly on the payroll, with 30 indirect employees cutting and hauling timber.

The electric co-op serving rural areas increased meter installations 16 percent during the last 4 years. The Ava electric company increased the number of meters 15 percent during the same period.

Rent in Ava has gone up 40 percent and real estate 10 percent. Circulation of the weekly newspaper has increased 30 percent. School enrollment in Ava has increased 13 percent and in the county 5 percent.

Livestock sales by the cooperative association climbed from \$70,000 in 1956 to about \$161,000 in 1960—130 percent increase.

Alfalfa acreage increased from 2,229 in 1954 to 4,260 in 1959. Increased quality hay production helped boost milk production per dairy cow and income over costs. The number of farms selling dairy products decreased 25 percent, but the total number of dairy cows decreased only 6 percent and the value of dairy products decreased only 2 percent. This

indicates farms are consolidating into more stable economic units.

These facts indicate the population decrease may have been reversed. The county has a more stable economy, due to a better balance of agriculture, industry, and tourism.

How They Did It

Early in 1957 the Federal Extension Service, University of Missouri, and Agricultural Research Service made a survey to determine the current situation in Douglas County. A local survey was made of the labor force. Another survey determined public opinion on community needs for economic and social improvement. The information from these surveys, plus census reports, gave a clear picture of the economic conditions and trends in the county.

From this information, charts were prepared showing the county's real problem and needs. They were used in presenting the current situation to organized groups.

After each presentation, the organization named one member to serve a year on the Rural Development Council. The council was responsible for formulating an active community improvement program to work on pressing problems of outmigration, low-income, and underemployment.

The 35 members on the council represent the city and county government, civic and business clubs, chamber of commerce, schools, youth organizations, farm organizations, newspaper, and churches. All segments of community life are represented.

The council holds quarterly conferences, each planned for a specific purpose. Part of each conference is devoted to reports from subcommittees on accomplishments and plans for action.

Three goals for concerted action were set by the council—to increase income from agriculture, to increase income outside agriculture, and to improve the communities' services and facilities.

Each year the council elected a nine member Executive Board. This board has the responsibility of working out details and establishing sub-

(See *Economic Tide*, page 214)

Sturdy Roots Support a New Program

by VERN C. HENDRICKSON, *Price County Resource Development Agent, Wisconsin*

RURAL Development sounded new and different when we first started work on it as pilot county in 1956. But we soon learned it was not.

We found it was rooted to the familiar extension pattern of "helping people to help themselves." We just needed to broaden the concept to include the idea of "helping communities to help themselves." That gave the framework for a Rural Development Program.

The methods and procedures used for Rural Development are much the same as we always used. The big difference is we are working with more people of different occupations, more organizations, and on a greater variety of problems.

Projects Accomplished

We have been involved in many different projects.

The community of Prentice developed a local industry employing about 60 people. Industrial management courses for key industry people and annual resort management institutes have been set up. And we have helped organize recreational activities.

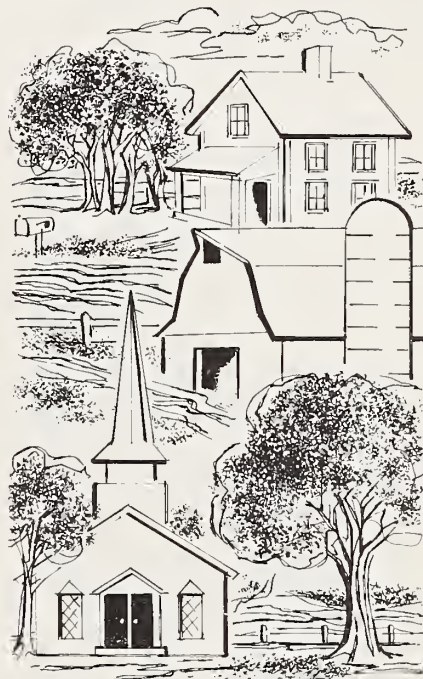
Research is being conducted on the possibilities of blueberry culture in our swamps. We are working with several communities on the possibility of building dams that will help the area economy.

Several large turkey and laying hen enterprises have been developed. A better market for surplus dairy cows has been established and a lamb pool has helped make sheep a profitable enterprise.

Most important, we have helped each community study its problems

and opportunities and organize to help themselves. We have four communities with organized development corporations and three others that have organized groups but are not incorporated.

We started with a planning and action group called the Price County Resource Development Committee. Through the agricultural committee, about 75 men and women were appointed to represent farmers, businessmen, professional people, industry, forestry, churches, schools, service clubs, and county and township governments.



This group had the responsibility of program planning. They were divided into seven working committees—agriculture, industry, forestry, recreation, health and welfare, education, and publicity and promotion.

These smaller groups gathered all the information available about their particular field of work. Several surveys were made and the rural sociology department of the University of Wisconsin helped carry out a major research study.

We believe that local people and organizations must be involved in the program from the start. We emphasize that this is the people's program. They decide what the problems are and what should be done. We ask

them to set priorities and they assume the responsibilities.

Leadership development is an important part of the program. More and more of this is concerned with community leadership on a great variety of problems. These are of interest and concern to rural and urban residents alike.

Coordinating Resources

Throughout the whole program, extension agents act as coordinators. The agricultural agent, home agent, forestry agent, and resource development agent work with subcommittees in the fields they can best handle. In other words, this is a team effort in our office.

This same idea has been carried with other government agencies. All have been involved in this development program from the start. For example, the county nurse and the county welfare department have helped in health and welfare resource committee activities, from a youth employment service to formation of senior citizen groups.

Good communications must be maintained between agencies. Regular meetings in which agency personnel can get acquainted with each others' program and activities are most helpful. School administrators, the local electric cooperative manager, and agriculture and home economics teachers have been included in these meetings.

We believe all groups feel that this is "our program" and not the program of one agency alone.

Most of our improvements and developments come from the work of communities, special interest groups, and individuals. The county committee work helps to supply information, inspiration, and enthusiasm.

Community leaders turn to us for assistance on a wide variety of problems. We keep informed on all types of private and government assistance and specialists who are available. If we need help and cannot get it through extension specialists, we know the proper agency for this help.

With this accumulation of experience, Price County will continue to make progress. Sturdy roots from the past will support our economic development efforts.

Organizing for action

by **MIKE DUFF**, *Assistant Leader in Extension Programs*, and **CHARLIE DIXON**, *Coordinator, Special Extension Programs, Kentucky*

ONE of Extension's objectives in Rural Areas Development is "to assist in developing an effective organization framework . . . through which local people may work up specific project proposals designed to accomplish the objectives of the plan for overall economic development."

Kentucky has already done this kind of job in its pilot area Rural Development Program. By carefully forming committees on each level—State, area, and counties within the area—development projects have been successful.

Rural Development was conceived as an approach to overall development at community, county, and area levels. It was to be supported by joint interagency efforts.

Growing Idea

In 1956 a State committee was formed under the leadership of Dean of Agriculture Frank J. Welch. Since then the State committee has grown from 12 original members to 26—representing 6 Federal agencies, 9 State agencies, 8 private agencies, and 3 divisions of the university.

Three trade areas, involving 25 counties, were selected for pilot efforts. Area and county development organizations of lay people were envisioned.

Area and county agency committees were set up to facilitate joint agency efforts in support of the lay organizations. These agency committees consisted of representatives of agencies on the State committee which had area and county workers.

Typical area organization and work is shown in the 12-county Ashland trade area experience.

A meeting of local people from all counties in the area was initiated by the State committee in November 1956. This was before area agency committees were established.

The rural development concept was explained and an area development committee formed. Three representatives from each county made up the committee.

Representatives at this first area meeting took leadership in forming county committees. Next, an area workshop was sponsored jointly by the area and State development committees. Basic data for the area were presented by State personnel.

Area committees then were set up for agriculture, land use, and forestry; industry and tourism; social and community development; and education. Broad goals were set within these four program areas.

Among projects in the Ashland trade area are feeder pigs, feeder calves, sheep, poultry, roads, and stream development. Other projects are included in the area program but the above involve area committees with representatives from two or more counties. Each area project committee has goals for the area.

Overlapping Interests

Although an overall economic development plan has been developed for the trade area, differences in resources, topography, markets, or historical development may make it advisable to organize some projects in part of the area or overlapping areas.

For example, a committee to promote stream development has representatives from 5 of the 12 area counties. A poultry committee is com-

posed of representatives of 5 counties which include only 3 of those represented on the stream development committee. The feeder pig committee includes one border county not in the area.

Area development project committees are guided by the usual officers. These may be included among the quota of delegates from each county or in addition to them.

In the Ashland area, most project committees have one delegate from each county concerned with the specific project. More delegates may be on the committee, depending on the importance of the project in a county.

Projects Take Hold

Social, educational, industrial, and agricultural projects have all been successful. The swine and poultry enterprises are good examples.

The Ashland feeder pig project resulted in two sales being held each year. Breeding stock has been improved and numbers increased. Other production practices have been improved. Pig chains for 4-H and FFA have increased and expanded. Two research and demonstration breeding and farrowing programs were established.

The area poultry project has resulted in the establishment of a new egg market outlet, expanded integration of egg production and marketing, and more commercial flocks. In 1953, commercial flocks in the 5 counties averaged 24,000 birds in flocks of 300 hens or more. They expanded to 160,000 birds in flocks of more than 1,000 hens each in 1960.

Area projects have had close support from the area agent in Rural Development. He has been the key to active and timely work by area project committees. He has been able to secure needed information and specialist assistance, follow up on details, and provide intercounty coordination.

Bimonthly meetings of the overall area lay development committee with the area agency committee provide mutual understanding and support of area programs.

Experiences in Kentucky have shown that people will work together on an area basis as they recognize a real need for intercounty cooperation.

RETOOLING

(From page 203)

In Extension, a rural sociologist was assigned to interpret legislation and train extension agents; a leader of agriculture, farm, and industry to give direction to planning and coordinating effort; an assistant director on programs to coordinate all areas of the extension program in added emphasis in area redevelopment; two district supervisors for county and area agent supervision; a State leader of home economics for family living. All these and others form the new extension team devoting time to RAD.

We see Ohio's expanded and reorganized State RAD Committee playing a vital role in resource development. Specifically, it will counsel with local committees and assist them in developing programs for full use of resources.

Extension's role in the program, in meeting our organizational and educational responsibilities, is tied closely to our traditional approach of helping people help themselves.

TOTAL ATTACK

(From page 196)

cational leadership) will not be separate and distinct from our regular, on-going extension program. On the contrary, it can greatly increase its effectiveness.

RAD is tailor-made to help us do a more effective job in Extension. It embodies the basic principles of our long range planning or program projection efforts. Yet, it is broader in scope and actively involves many other groups.

Furthermore, our analysis of problems and inventory of resources can be far more extensive and sophisticated than in our program projection efforts. Consequently, RAD represents an opportunity to do a much more effective job than would be possible otherwise.

Broad Application

Although RAD was conceived initially to accelerate growth of economically depressed areas, we should not limit the application of this approach to those areas. The principles

of analysis, resource inventory, and planning by the local groups involved are basic to any extension program. Areas with rapid economic growth also are confronted with problems of adjustment which might be solved through such a unified program of action.

Though local people will need to and can now effectively call on many other agencies for help, it is clear that Extension's organizational and educational assignment is in the mainstream of the total effort. The RAD program provides an opportunity for real leadership on a broader and more meaningful scale than we have operated previously.

No agency or organization has a greater responsibility in this effort, nor a greater opportunity for success. I'm sure that every extension worker will accept this challenge.

VISIONS

(From page 205)

Last fall the Stevens County pilot project was expanded to include adjoining counties—Pend Oreille and Ferry. Each organized a Rural Development Planning Council.

In each county, much basic work has been done in gathering factual information and planning an overall economic development program.

The transition from a county to an area development program makes a number of potential developments possible which were not feasible when sponsored by a single community or county. In the Stevens County program, this was demonstrated when county lines were crossed to make the continuing education program possible.

Local resources will be more effective through area pooling. Potential programs can attract more capital. Larger projects can be sponsored.

We envision greater accomplishments as a result of the pilot county experience and the steps we have taken to move from a county to an area program. Rural and urban centers will be tackling common objectives. They are no longer "two different worlds." Modern communications, transportation, marketing, and other factors have brought them together.

Area development programs pro-

vide opportunity for effective teamwork in gathering and analyzing facts, planning programs, and citizens' action. We believe the transition from a county to an area program will help make sound program planning a reality.

EXTENSION IN AR

(From page 197)

area levels, the Rural Areas Development committees can step in and do the job for the designated rural areas. All State and local agencies, and those federal agencies outside USDA having a contribution to make, should be represented on the State RAD committee. With guidance from Extension, they should constitute the best possible team for this job.

Utilizing Resources

In addition, technical and enterprise assistance will be provided by all other USDA agencies under the leadership of the Farmers Home Administration and the Rural Electrification Administration. Close cooperation of State development agencies in obtaining liaison with the Area Redevelopment Administration will be essential. Various universities, planning agencies, and development authorities will have important contributions to make in some States.

At all times, the aim will be to make use of all available resources in the motivation and development of local initiative.

The planning and evaluation of farm processing plants, forest products enterprises, and other types of commercial and industrial projects will require specialized assistance of many types. Legal, engineering, market analyses, and management are only a few of the talents essential to the organization and financing of projects which will provide supplementary employment to low-income farming areas.

In formulating overall economic development programs and planning specific projects, it will be necessary to call upon much specialized assistance. The job is one of *developing all the resources* of a given area. Rural and town people must work together in achieving their common objectives.

Know Your Resources

by J. C. WILLIS, *County Agent*, and E. C. WALLACE, *Associate County Agent*, Chesterfield County, South Carolina

ONE of the first steps in planning for the future is to know what resources you have on hand. From this point you can estimate what you want and how you're going to get it.

Following World War II, it became increasingly difficult for Chesterfield County families to exist on their small farms. The average size farm was 92 acres and a third to a half of that was in woodland. Cotton was the major cash crop, but many allotments were only 5 to 10 acres.

It was clear that small farmers had to either expand and mechanize or seek employment in industry. This meant that many would have to find work outside the county.

A few small industries were located in the county and a large industry across the county line employed other Chesterfield County residents. However, these industries could not employ many more.

Shortly after Chesterfield was designated a Rural Development pilot

county, it was felt that a resource survey would be a valuable aid to economic development.

Extension agents contacted other agencies and organizations to assist in completing the survey. They included: Soil Conservation Service; Farmers Home Administration; Department of Health, Education, and Welfare; County Ministerial Department; county commissioners; County Development Board; and the Chesterfield Civitan Club. Other organizations, business firms, and individuals also cooperated.

The survey consisted of 16 major fields of resources. These were:

- Location and history
- Natural resources and extractive industry
- Human resources
- Agriculture
- Manufacturing
- Construction
- Miscellaneous service, trades, and industries
- Public utilities
- Distribution facilities
- Banking and finance
- Education and cultural facilities
- Recreational facilities
- Health and public welfare facilities
- Religion and related activities
- Government and fiscal affairs
- Organizations and media available to assist with local problems

Each agency or organization was asked to prepare the section directly related to it.

After completion, the survey was printed by the Chesterfield County Development Board. Copies were distributed to the legislative delegation, agencies and organizations through-

out the county, the County and State Development Boards, and individuals by request.

The survey has helped undergird the county's economy in two ways. First, it has focused attention on the need for more employment. Second, more has been accomplished through the combined efforts of the various agencies than would have been possible individually.

The survey brought together economic data that helped to determine the kind of industry best suited to the county. It contained the type of information that an industry would seek when selecting a location for their operations.

The report has helped many rural families appraise their economic problems, resources, and conditions and recognize the adjustments needed to improve their way of living. For most small farm families, these adjustments depended on deciding whether to expand their farming operations, sell, or farm part-time and work off the farm part-time.

New Land Use

In developing the county, the potential of its land also has been taken into account. The County Development Board, State Commission of Forestry, and agricultural agencies are cooperating in a campaign to get unused land into production.

This year 2,500 acres of Forestry Commission land, cleared for reforestation, were leased to local watermelon growers. Chesterfield County, in the middle of one of South Carolina's watermelon producing areas, has soil ideally suited to melon growing.

The arrangement proved beneficial both to the commission and local watermelon growers. Melons planted on the newly-cleared land for a year helped keep down undergrowth. After harvest, pines will be planted. And watermelon growers are helped by the availability of ideally suited land.

This cooperative arrangement is expected to continue for several years, bringing in several hundred thousand dollars additional income to the county each year. More important, the watermelon and pine plantings are pointing the way to better land use.



George B. Nutt, South Carolina Extension Director, (right) and Reese Jordan, watermelon grower, check a crop on Forestry Commission land put into production to bolster Chesterfield County's agricultural economy.

The People's Choice

by LLOYD R. WILSON, *Studies, Training, and Program Coordinator*, and JOHN PATES, *Associate Extension Editor, South Dakota*

THE formation of water conservancy subdistricts has been heralded as the most stimulating thing that ever happened to bring about the development of the Missouri River in South Dakota.

The story behind this achievement is almost as spectacular as the formation of the subdistricts itself.

Legal Requirements

Legislation passed in 1959 provided that the vote to form a conservancy subdistrict must be at least 60 percent favorable in each election district. And the vote had to be held at a general election.

To complicate matters, the law established separate election districts for each municipality and a separate one for all rural people in a county. Any one of the above factors could have blocked the formation of a subdistrict.

Less than 12 months remained to carry out an educational program, get petitions signed, and be sure that 40,000 voters thoroughly understood the issues involved. Many public officials said it could not be done that fast.

The job was done, however. In the November 1960 election, voters endorsed the formation of two subdistricts. The issue was favored by 78 to 93 percent of the voters in the 17½ counties which form the two subdistricts.

The Water Resource Commission knew an educational job was needed. Before the people could act, they needed to know the water situation in South Dakota, the role that the Missouri River might be expected to play, the water conservancy law, and the procedure to establish subdistricts.

The Commission turned to Extension for help. Extension personnel recognized the opportunity and the urgency of the situation.

J. W. Grimes, chief engineer of the Water Resource Commission, met with State and county extension personnel in a 2-day meeting. The first day was spent discussing the water situation and the laws. The second day was devoted to formulating plans, setting objectives, and assigning duties.

Eighteen counties in central South Dakota were selected to carry on the educational program. Water resource development would directly or indirectly benefit these counties most.

From 25 to 75 leaders or potential leaders in each county were invited to attend three 2-hour training sessions. With the help of county extension boards, leaders were chosen from every township, village, and city in the area.

From these leaders, County Water Resource Committees were elected. They helped plan an educational program, direct the petition sign-up phase, and determine the portion of the county which should be included in the subdistrict.

From 5 to 15 meetings were conducted in each county. These were designed primarily to create awareness and interest in the water situation and in the law. Even though these meetings were held during the busiest time of year for farm people, meeting halls were filled.

Campaign to Inform

From July through October, every method of informing people became part of the educational program. Chambers of commerce, church groups, service clubs, 4-H clubs, home demonstration clubs, county crop and livestock associations spread the information.

Throughout the entire period, newspapers, radio, and television were used in the educational effort.

Three publications were developed as part of the educational program.

Each home demonstration club member was provided with a packet of material. The issues were discussed during October club meetings.

The Edmunds County Water Resource Committee placed displays and sample ballots in county banks. The committee also provided newspapers with an article each week during October.

Whenever a meeting was held, every farmer and businessman in the area was notified by postcard. A news story also appeared in the local paper.

To encourage petition carriers, a circular letter advised them of progress. It also underlined the need for continuing the sign-up.

The county superintendent of schools was supplied with fact sheets and sample ballots. Teachers were encouraged to bring the issue to the attention of school children.

In Faulk County, a circular letter signed by the County Water Resource Steering Committee was delivered to every voter. The letter explained the opportunity to form the subdistrict, asked voters to consider the issue, and invited questions.

Personal Contact

Petition carriers followed up the letter and visited every eligible voter. In all cases, the number of signatures on petitions was well above the 25 percent minimum needed.

In Campbell County, the information was incorporated in the Crop Improvement Association banquet program. The program included a skit which called attention to the situation. On the back of the banquet program was a sample ballot plus a brief explanation.

In Hyde County, township representatives visited every farm. They explained the idea of conservancy subdistricts and presented a sample ballot plus reading material.

House-to-house visits were also made by commercial clubs in every town. The county committee sponsored a half-page newspaper advertisement and distributed handbills throughout the county.

(See *People's Choice*, page 214)

Backbone of Rural Areas Development

by PAUL CREWS, Suwannee County Agent, Florida

Editor's Note: Author Crews reports that during the past few weeks Suwannee County has become part of the Suwannee River Area Development Council, an organization of seven Florida counties joined by common interests and goals. Suwannee County has been designated a "redevelopment area," eligible for assistance from ARA.

COMMUNITY work is the backbone of rural areas development programs. That's how we feel after working with community groups in Suwannee County.

Philadelphia, Fla., was the first community to organize an improvement club. Since then it won the Rural Community of the Year Award given at the Suwannee County Fair in 1959. The community also won first place for community booths at the fair.

Extension workers have been active in the improvement program

which grew from Suwannee's designation as a pilot Rural Development county. Many of the laymen selected to formulate plans for the local program are continuing in committee assignments. We work closely with them on problems and goals set forth by county people in family surveys and mass meetings.

A committee of 75 to 80 representatives of all organizations within the county was formed into a County Rural Development Council. This council guides and oversees the County Steering Committee, which in turn directs the problem subcommittees.

Active subcommittees were selected to head different phases of project work. At this point county agents probably play their most important role. Agents meet with the committees, advising and clearing up confusing points.

Subcommittees for the county are studying the following prob-

lem areas: agriculture, community improvement, education, forestry, health, industry, publicity, recreation, transportation and communication, and welfare.

After the committees have completed their planning on certain goals, action committees are appointed to do the legwork. This includes publicity and coordination with other committees or organizations.

When work on a project extends over several weeks, the committee makes progress reports to the steering committee and publishes written reports.

At intervals, praise and recognition are given to those people who are exerting the effort. Publicity and personal recognition have paid big dividends.

Community Outlook

Big projects have been undertaken during this period. And some big results have been obtained. Community improvement has shown noticeable activity.

Interest was high in Philadelphia Community and the club took its improvement job seriously. Committees were formed to work on ways of bettering the community in nine problem areas—recreation, boundary line and sign, beautification, church, agriculture and marketing, health and welfare, home improvement, social, and education.

One problem discussed by the Philadelphia Community was the drying, processing, and handling of grain during harvest season. Available facilities were inadequate.

Between September 1959 and September 1960, funds were raised to build a \$155,000 processing plant. This new plant was built to handle grain produced not only in the Philadelphia Community, but the entire North Florida area.

This active community has also rebuilt its community center, started a dolomite program, and erected community signs.

In many cases several big projects are carried on simultaneously within a particular community. If county-wide problems are involved, the com-



Farmers and businessmen on a resource development committee in Suwannee County discuss ways that a special conservation practice can be put into effect.

(See Backbone, page 214)

EXPERIENCE

(From page 202)

guidelines, with suggestions from the Federal Extension Service, were utilized in projecting educational and organizational work in connection with the RAD and Area Redevelopment Programs.

One question facing many States is: How important is it to have personnel at the area level to work with county extension personnel and groups? From our experience on a trade area basis, it appears highly desirable that a person be assigned to a given area to assist agents in development programs.

Another significant insight on the area program has been the primary concern of each county to develop an active county development program before much attention is given to interests at the area level.

Still another significant experience has been bringing diverse interest groups together periodically at the area level. This develops close working relationships and recognition of the need for working together for mutual benefit.

Learning Experience

We recognize that in the transition from a rural development program to an area development program, many new problems will be encountered. This effort is a learning experience for agency personnel as well as lay groups.

We believe that a development program has to involve more and more people. They, in turn, become more interested and better informed in decisions affecting their own welfare.

We know that we will be concerned with organizational and educational work for years to come. The area development program is a way of making ideas and concepts develop into action-type programs that will benefit the people in the area.

PEOPLE'S CHOICE

(From page 212)

Sample ballots were mailed out with a local REA newsletter which goes to 95 percent of the farm operators in Brown County.

In the cities, Boy Scouts placed conservancy brochures and an explanation of the referendum on door knobs along with get-out-the-vote door hangers.

Two television programs were devoted to the subject just 2 days before the election.

Satisfying Results

The entire program proved satisfying for all people concerned. The formation of conservancy subdistricts is important to future development in South Dakota.

Great obstacles were overcome. For example, an early survey indicated that only 57 percent of the persons interviewed thought it necessary to lay claim to Missouri River water.

Finally, perhaps most satisfying of all was being able to refute the claim that such an educational program "could not be done." And the decision was the people's choice.

ECONOMIC TIDE

(From page 207)

committees to carry out the policies and program of the council.

Three subcommittees are working to increase income from agriculture. Each committee plans its own program, elects officers, determines time and place for meetings, and controls membership. The chairman of each is a member of the county council, attends quarterly conferences, makes reports, and helps keep the overall program coordinated.

The industrial and tourist committees have been responsible for increasing income outside of agriculture. These committees operate in the same general manner as those in agriculture.

During the past 4 years, committees have worked in the fields of education, health, recreation, rural telephone service, and fire protection. When a committee completes its job, or if it is unable to accomplish its purpose, it is disbanded.

The combined efforts of all subcommittees, plus the cooperation of all the people, have made it possible to develop a more stable economy and slow, or even reverse, the downward trend in population.

Involvement of all the people has

been the key in Douglas County's accomplishments. For example, 99 men formed 33 industrial stock selling teams. The town declared a holiday, business doors were locked, and both management and employees spent the day selling stock to build the factory. Today 1,265 people own stock in the development corporation.

Only four "No" votes were cast when Ava voted funds for sewer and water expansion. Over 500 farmers gave \$5 each to be used in the campaign to get telephones. These are a few ways that people were involved.

The local weekly newspaper, the only mass medium originating in the county, covered the development program with editorials, feature stories, and pictures. Their interest in the program stimulated interest and action in the public.

Douglas County's success as a Rural Development pilot county has been a demonstration of community effort in helping themselves. The people now have confidence and a determination to make greater achievements.

BACKBONE

(From page 213)

community gathers countywide support. Usually what is good for the community is also good for the county.

Three publications have been written to guide these community organizations. The first was a simple leaflet describing the details of a community development program. It set up a contest with rules and regulations explained. This was printed and mailed to all community leaders.

The State community improvement subcommittee prepared a manual, Guidepost to Community Development for Community Leaders, with suggestions for organizing a community. Committees and duties were also suggested.

In addition, a mimeographed handbook was prepared for committee secretaries.

The duties and responsibilities of extension agents in this pilot county are to guide and work with the committees.

Sometimes it's a full-time job, but it is doing the things that the people want.

NEWS and VIEWS



Newly elected officers of the National Association of County Agricultural Agents for 1961-62 are: (left to right) President B. H. Trierweiler, Wyoming; Vice-President Paul Barger, Iowa; Secretary-Treasurer, J. S. Thurston, Pennsylvania.

NACAA Elects Trierweiler

Nearly 1,500 agricultural agents and their families met in New York City in September for the 46th annual meeting of the National Association of County Agricultural Agents.

Bernard H. Trierweiler from Torrington, Wyo., was elected president of the association for 1961-62. The agents also selected Paul Barger, Waterloo, Ia., as vice-president. Joseph S. Thurston, Greensburg, Pa., was elected to his third term as secretary-treasurer.

NACAA Directors for 1961-62 include: Northeastern, Stanley Hale, Connecticut; Southern, Elmo V. Cook, Texas; North Central, J. B. Turner, Illinois; Western, George L. Jones, Colorado; and Southern, E. N. Stephens, Florida.

In New York, agents had a first-hand look at farm products moving

through the world's largest markets. The 4-H Town and Country Business Program and other extension marketing programs were featured during the meeting which was based on the theme, Marketing in Action.

The 1962 meeting will be held August 26-30 at the New Mexico State University, Las Cruces, N. Mex.

4-H Film Wins Praise

Man Enough for the Job, the 4-H motion picture released early this year by Sam Orleans Film Productions, Inc., has become in great demand among 4-H club and county agents.

The film tells the story of a boy whose lack of interest in anything causes his parents serious worry. But when the family moves to a rural area and the boy becomes interested in the local 4-H club, he undergoes a great personality change. The formerly disinterested youth becomes vitally interested in community prob-

lems becomes a club leader, and is selected as a delegate to the National 4-H Conference in Washington, D. C.

Man Enough for the Job is being distributed in a new manner. Prints are being sold directly by the producer to Extension Services, power companies, and businessmen with a large rural customer list. These purchasers then make their prints available to schools, churches, civic clubs, 4-H clubs, and rural organizations.

Georgia Organizes RAD Committees In All Counties

The Georgia Extension Service reports the organization of a Rural Area Development Committee in every county. In a report to the Federal Extension Service, Director W. A. Sutton said that all 159 counties had organized by late September. This makes Georgia the first State to form RAD committees in 100 percent of its counties.

One particular county committee with a membership of about 60 was noted. Representative local leadership included business, industry, labor, city and county government, banking, churches, health services, service clubs, fraternal organizations, and other interests.

Monthly Revisions in Publications Inventory

The following new titles should be added to the Annual Inventory List of USDA Popular Publications. Bulletins that have been replaced should be discarded. *Bulk supplies of publications may be obtained under the procedure set up by your publication distribution officer.*

F 2169 How to Control Blowing—New (Replaces F 1797)

M 857 Hides and Skins from Locker Plants and Farms—New (Replaces F 1055)

The following publication has been declared obsolete because of changes in insecticide recommendations. All copies should be disposed of.

F 2060 Sugar Beet Culture in the North Central States

TURKEY

for two or twenty

SINCE the first Thanksgiving Day, turkey has been the traditional feast.

It still is. But today's housewives find that turkey is available year round and in sizes to fit every need. Turkey can be bought to feed 2 or 20 people. And it's priced to fit any food budget.

The application of science to increase the efficiency of production, processing, and marketing makes turkey one of today's best buys in high quality protein foods. Scientific studies show that turkey is highest in protein, and along with chicken, lowest in fat and cholesterol of all popular meats. In addition, it is favorably priced in today's retail market.

Improved Production

Growers are now producing bigger, meatier turkeys in less time, with less feed and labor. The amount of feed required to produce a pound of turkey has dropped from over 6 pounds in 1930 to less than 4 pounds now. The growing period has been reduced from 28 to 30 weeks to about 24 to 26 weeks, or less with smaller turkeys.

Growing 3,000 turkeys per flock was considered a one-man job right after World War II. But with automation this number has increased many times. Integrated producers may have several hundred thousand turkeys under the care of a few growers, many with a minimum of 10 to 20 thousand each.



Specification production means producing exactly what the consumer wants. Our turkey industry has been a prime example. Small families, with small ovens, required small turkeys. In answer, USDA scientists produced the Beltsville White Turkey.

Even before that, the demand for more white meat resulted in the broad breasted turkey. Shorter legs, compact bodies, more meat, less bone, faster growing, tender, juicy, broad breast, well finished, no pin feathers, pleasing appearance—these have been some of the demands for turkeys.

Some processors say a white turkey will give a nicer looking carcass, so breeders are developing larger white turkeys with all the other specifications. New demands in packaging, processing, and displaying will continue to bring changes. The turkey industry is determined to continue providing the consumer exactly what he wants.

Consumers can buy turkey parts

if they prefer them to whole birds. And special products, such as turkey rolls, are also available.

Turkey has become a year-round favorite. Per capita consumption has increased from less than 3 pounds to more than 7 pounds in the last 20 years. Growers now produce enough to provide everyone in the U. S. with half a turkey per year.

From Pilgrims to the present, Americans have been enjoying turkey—at holidays and now throughout the year. As demands change, the turkey industry will continue to utilize science to provide the type of turkey consumers want.

Are you telling America's greatest success story—the story of agriculture—to nonfarm groups in your area? This is No. 6 in a series of articles to give you ideas for talks, news articles, radio and TV programs, and exhibits.